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ABSTRACT

The annual conference was held to: (1) review the previous year's activities of the Rural Manpower Service and its cooperating agencies; (2) discuss plans for the new year; and (3) study the problems of rural areas. Most of the 300 persons attending the conference were officials of the Manpower Administration and its affiliated State agencies. The speeches, panels, and plenary sessions revealed the degree of progress in breaking with the past. In keeping with the Rural Manpower Service's new strategy of less emphasis of farm placement activity, innovative programs were initiated to improve service to both farm and nonfarm rural workers. This report gives the speeches and discussions from the plenary sessions and panels. Topics covered include: achievement of equity in rural America; more jobs for rural America; organization for doing the rural manpower job; State plans of service; the National Migrant Farmworker Training Program; staff development and reorientation; the rural manpower delivery systems; the Area Concept Expansion Program; Smaller Communities Program; Operation Hitchhike; and currently operating programs designed to increase the opportunities for rural residents to secure jobs. (NQ)

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NATIONAL RURAL MANPOWER CONFERENCE

January 10-12, 1972

Le Baron Hotel, San Diego, California

SUMMARY OF PROCEEDINGS

The National Rural Manpower Conference was held under the auspices of the Rural Manpower Service, U.S. Employment Service, Manpower Administration, U.S. Department of Labor. A yearly event since 1951, the conference was convened for the purpose of reviewing the previous year's activities of RMS and agencies that cooperate with it, discussing plans for the new year, and studying the problems of rural areas.

Approximately 300 persons attended the conference; most of them were officials of the Manpower Administration and its affiliated State agencies

Agenda

The conference was opened by the General Chairman, Dr. Daniel W. Sturt, Director, Rural Manpower Service. Following the invocation by the Reverend Melvin H. Harter, Executive Director, San Diego Ecumenical Conference, greetings were extended by Mr. Ray T. Blair, Jr., Assistant to the City Manager for the City of San Diego and Mr. William H. Tolbert, Deputy Director, Department of Human Resources, California.

The speeches, panels, and plenary sessions which followed revealed the degree of progress in breaking from the past. In tune with the new strategy of the Rural Manpower Service, which places less emphasis on farm placement activity, innovative programs have been initiated to improve service to rural workers --both farm and nonfarm. Nevertheless, when comparing urban-rural allocation of resources for manpower development, it is apparent that equity has not been achieved for rural America. The details and explanations are presented in the attached materials. (See list of attachments.)

Summary and Conclusions

The Rural Manpower Service is not solely concerned with a declining population of a limited, particular occupational category, but with the total rural work force involving many occupations and problems.

In devising new and different techniques for delivering manpower services to rural areas, the approach has been structured to meet the needs and circumstances of individual areas. Programs have been developed which differ noticeably in concept and application.

All Rural Manpower Service staff members--Federal and State--must work diligently for an equitable share of the available resources, the collection of information about the needs and problems of rural workers, and the delivery of appropriate manpower programs.

For the first time a substantial commitment of resources has been made by the Department of Labor to assist people out of the migrant stream. Projects are underway in six States to provide job training and resettlement assistance to migrants, but it is too early to evaluate the effectiveness of this program.

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LIST OF ATTACHMENTS

Speeches--

ACHIEVING EQUITY IN RURAL AMERICA, Malcolm R. Lovell, Jr., Assistant Secretary of Labor for Manpower

PROGRESS REPORT, Daniel W. Sturt, Director, Rural Manpower Service

GETTING MORE JOBS FOR RURAL AMERICA, Arnold H. Leibowitz, Director, Office of Technical Assistance, Economic Development Administration

Plenary Sessions--

ORGANIZING TO DO THE RURAL MANPOWER JOB

STATE PLANS OF SERVICE--A KEY TO EQUITY

NATIONAL MIGRANT PROGRAM

STAFF DEVELOPMENT AND REORIENTATION

CHANGING THE RULES OF THE GAME

Panels: WHAT'S HAPPENING IN RURAL MANPOWER DELIVERY SYSTEMS

A. Avenues of Action

B. Finding Jobs for Rural Residents

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Remarks By

MALCOLM R. LOVELL, JR.

Assistant Secretary of Labor for Manpower

Before The

NATIONAL RURAL MANPOWER CONFERENCE

San Diego, California

Monday, January 10, 1972

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ACHIEVING EQUITY IN RURAL AMERICA

I have been looking forward to meeting with you today, not alone because of the many pleasant associations I enjoy with you but because I consider this conference, and what hopefully comes out of this conference, of basic importance to the direction this country is taking.

In discussing "Achieving Equity in Rural America," I hope to explore some of the ways by which equity is being achieved and ways by which greater equity can be achieved. But, more importantly, I'd like to begin by suggesting that achieving equity in rural America is not only of primary concern to those who live in rural America, but to all of us. All Americans, whether they reside in urban center, suburban ring, or in rural county, have a basic stake in a rural America that is providing for its residents a standard of life equal to that of those who live in nonrural areas. And when we consider the condition of some of our central cities, perhaps I might revise that to say a standard of living superior to that found in many nonrural areas.

Let me tell you why.

Much attention is being accorded the dangers of rapid population growth--the so-called population explosion. Many of those who have commented on this problem have overlooked another and equally important element--the distribution of our population. For not only is this Nation involved in a population explosion, it is simultaneously undergoing a population implosion--a population implosion that has resulted in a lopsided growth of city and suburb and which has had a serious effect on rural life as well. As stated in a report by the Advisory Commission on Intergovernmental Relations:

> The Nation's small communities outside of metropolitan areas will be increasingly bypassed by the economic mainstream and will also find it difficult to offer enough jobs for all their residents and those of surrounding rural areas. Many rural areas will suffer from a further siphoning off of the young and able work force with a resultant greater concentration of older and unskilled among those remaining and a continuing decline in the capacity of rural communities to support basic public services.

This trend is reflected in the fact that there was an absolute decline in population in one-half of our counties between 1960 and 1970. And about 2,000 counties--two-thirds of all counties--had more people move out than moved in. Many feel that this trend is something akin to the second law of thermodynamics; so there's not much we can do about it.

Others believe that the very attitude of accepting the decline of rural America is something of a self-fulfilling prophecy. If we accept the trend as inevitable, then plans are made on the basis of those trends,

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and policies formulated on the basis of the plans, which in turn stimulate the continuance of the trend. Some do not believe it inevitable that half our population will live in "Bos-Wash, Chi-Pitts and San-San" by the year 2000.

I can assure you that the President doesn't accept this as inevitable.

And he has done more than refuse to accept the inevitability of further maldistribution of our population--he has also taken important steps to make rural America more attractive for those who live there and those who would like to live there.

Certainly the whole thrust of his revenue sharing proposals aims at assuring a far more equitable distribution of the tax funds available to the Federal Government.

Certainly we saw something new in the distribution of over $600-million of the initial allocation under the Emergency Employment Act--a formula devised to assure equity to rural as well as urban unemployed, a formula that took account of the fact that there are governmental bodies, effective governmental bodies, in this Nation called counties and that counties as well as cities and States have an important role to play in a well-functioning Federal system.

Certainly the President's initiative in reforming our welfare system has enormous implications for the quality of life in rural America, since half of all welfare recipients reside in rural areas. Welfare reform, as detailed in HR 1, continues to be one of the Administration's most important domestic goals. Among the many important and innovative features of HR 1 is provision of a considerable number of public service jobs in situations where the supply of private sector opportunities may not be sufficient to absorb all who will be moving from the welfare rolls to the work force. The recently passed amendments to the Work Incentive Program, by requiring the allocation of one-third of WIN funds for public service jobs or on-the-job training, foreshadow this significant but often overlooked feature of welfare reform.

All of these actions must be viewed in the context of an Administration concerned about fostering a healthy, vigorous rural America. As stated in the President's Message to Congress transmitting the First Annual Report of the Council on Environmental Quality, President Nixon is determined to "make rural life itself more attractive, thus encouraging orderly growth in rural areas. The creation of greater economic, social, cultural, and recreational opportunities in rural parts of the country," he continued, "will lead to the strengthening of small cities and towns, contributing to the establishment of new growth centers in the Nation's heartland region."

That is why I consider this conference and those who are involved in it so important. Together with the Employment Service and elements of other

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government agencies, you share a task of enormous magnitude and importance: of making rural America viable and thereby helping improve the quality of life for all Americans.

And this is one of the reasons why the focus of our efforts in behalf of rural America has shifted from its previous narrow concern with farmworkers to the much broader problem of rural manpower. The former is, as you are well aware, a declining segment of America's work force. In the decade from 1940 to 1950 a net of 7.5 million persons left the farm. From 1950 to 1960, an additional 9.9 million net left the farm population. And the most recent census figures show that the 1960-1970 decade was no exception. Net farm population further declined, and the agricultural work force now numbers only 3.9 million. But while the last decennial census showed a continued decline of farm population, it also revealed that the number of persons living in rural areas remained essentially unchanged at 53.9 million. Additionally, 30 million Americans are in the rural work force.

In short, the Rural Manpower Service is dealing not with a declining population of a limited, particular occupational category that represents but five percent of our work force, but with 37 percent of our total work force involving many categories and many occupations, many opportunities and many problems.

Indeed, the scope of Rural Manpower Service responsibilities is now so extensive that it is necessary for us to find ways of enabling it to provide the full range of manpower services. By the end of this coming June, you will have certainly taken an important step in that direction.

As with so many areas of American life, technology is not only pointing us in the right direction but making it easier for us to move. I refer specifically to the computer Job Bank network. There are presently over 100 Job Banks operating in as many cities, plus five Statewide systems. Our aim is to have a statewide system for all 50 States within six months. The Job Bank will open up whole new areas for job seekers in rural areas--in fact, I consider it the manpower equivalent of the farm-to-market roads that have meant so much for rural economies.

Now I know there are some who would contend that, if anything, rural America has already received a disproportionate share of national attention. They point to roads and reclamation and a multitude of agricultural programs. In the sense of total investment, this contention may be true. But in terms of the mix of national investment, I believe there is no doubt the area of rural human resources has been neglected. Once again, perhaps the division of our thinking between rural and urban America--a kind of bifocal vision--has been partly responsible. For often programs designed for a narrowly defined problem or a geographically restricted area do not consider the consequences to other segments of our economy and population.

Sometimes even the best intentioned programs, when they do not consider the full range of manpower consequences, can have indirect and damaging effects.

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For example, 40 years of agricultural price supports, coupled with Government-financed research that has greatly improved both agricultural productivity and technology, have accelerated the migration of farms and farmworkers into the cities with resultant and profound effects on both urban and rural life.

Thus, as our vision is improved to include the second and third order effects of particular policies, and as we learn to understand the insufficiency of programs that exclude these effects through being limited to but part of the total problem, I believe we make progress toward more effective policy making both in terms of the mix of national investment and the impact on the human beings involved.

While we seek ways of progressing toward this long range goal, there are a number of steps we can take now.

First, until we have a delivery system commensurate with the magnitude of the problem, we must find ways of using what we now have more effectively.

We have long recognized that one of the special attributes of rural areas that makes their problems unique is the grouping of people in small, relatively isolated pockets. This means that normal techniques for delivering services, techniques that work fairly successfully at reasonable costs in more populated areas, may not work at all in more open areas or be prohibitively expensive.

Over the past few years we have been developing a number of new techniques for overcoming these obstacles. These include restructuring the local office organization of the Employment Service, and promoting greater cooperation with such local institutions as the Extension Service. While I am sure Dr. Sturt and others will wish to discuss these developments in greater detail, I would like to emphasize the importance of cooperative arrangements with local institutions as an ideal way to broaden the range of services being provided over a widening radius at a relative moderate cost.

For those of you who may remember, there is substantial precedent for these arrangements in the Volunteer Farm Labor Representative program which functioned so effectively in many States. That program provided a means of providing services to farm employers and workers in communities where there was limited agricultural activity. It met the need at little cost. I urge that you give serious consideration to developing and utilizing such concepts of cooperative service in your own areas.

Second, we must seek to assure that our delivery system responds to the total problem and not to a segment of the problem, and that it enjoys the confidence of those it is designed to help.

Shakespeare once spoke of "a tide in the affairs of men." Well, there is also a degree of normal inertia in the affairs of men that holds them to

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familiar ways of thinking and acting even when familiar ways are no longer appropriate. This may account for the fact that some of the earliest motor cars produced in Detroit contained buggy whip holders and were steered with tillers. It may also account for the fact that some in the Rural Manpower Service are finding a certain degree of difficulty in changing their focus from farm activities to total rural employment problems, now their concern as field representatives of the Rural Manpower Service.

Related to this understandable reluctance of one's "mental set" to respond with blinding alacrity to changes in responsibility, is a similar "perception-gap" on the part of those we serve. This has produced suspicion and misunderstanding, particularly among minority groups who tend to view the Employment Service as not even-handedly dispensing services. As a result, the Employment Service overall, and the Rural Manpower Service specifically, have recently been the target for serious charges, the former by the Urban Coalition and the Lawyers Committee; the latter in a complaint by 16 organizations and 398 individual farmworkers.

We take such charges seriously. We investigate them thoroughly and objectively. And, since the investigation of the complaint against the Rural Manpower Service has not been completed, I am unable to comment on the validity or lack of validity of the complaint at this time, although we do anticipate announcing our conclusions and recommendations in the near future.

But in regard to complaints of this nature, let me make two points.

Criticism, even unfair criticism, even criticism that may contain a low "reality-quotient" may often be of great service to those criticized. For criticism provides what Robert Burns once said was a gift from God: to see ourselves as others see us. In this regard, may I recall something that an Australian Prime Minister once said to the United Nations in regard to the treatment of smaller countries. "It is equally as important that justice seem to be done," he pointed out, "as it is that justice be done." Further, I believe that the Rural Manpower Service must move ahead, as the Employment Service generally is moving ahead, toward following a policy of minority representation. I do not believe it possible to give the impression that justice is being done, no matter how equally all applicants are treated if, say, an office serving a predominantly Spanish-speaking area does not have adequate Spanish-speaking representation on its staff.

This is a basic manpower policy and one that does not pull up short at the city limits. All components of manpower programs administered by the States are responsible for assuring that their minority staffing patterns conform to the minority populations in their service areas. I might add that the statistics show that State employment agencies are being responsive to this concern, with total minority representation having increased from 11.8 percent in 1967 to 16.7 percent in 1971. The State of California has done exceptionally well in this regard, with total minority representation

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increasing from 17.6 percent in 1967 to 25.2 percent last year, in the process almost tripling the number of Spanish-Americans on ES staffs.

While the overall statistics show a fairly significant improvement over the five-year period, there are some offices, which experience leads us to believe are concentrated in rural areas, that are far below the State averages.

My third point in regard to our delivery system deals with trend of growing importance to farmers and their employees. In the past, as you are well aware, farm labor was exempted from much of the protective legislation that applied to nonfarm employees and employers. Gradually, farm workers are moving within the protective umbrella currently covering other workers.

This trend seems likely to continue. For example, the President has voiced his strong desire that Congress reconsider the problem of placing farmworkers within the framework of Unemployment Insurance.

Unfortunately, responsibility for enforcement of these laws has been fragmented--with resultant problems of enforcement and problems of compliance. A case in point is the regulations concerning housing for agricultural workers. The Department now has two sets of such regulations. You are already familiar with the regulations issued by the Manpower Administration several years ago which have now been adopted by many of the States. More recently, the Labor Department's Occupational Safety and Health Administration also issued regulations effective February 2, 1972 under that law relating to temporary labor camps for agricultural workers. Efforts are being made to reconcile the differences between these two sets of regulations. In the meantime, compliance with either will be acceptable.

In addition to the problem of fragmented responsibility there is the question of adequate sanctions. For our ultimate sanction has been the withdrawal of service--an action that injures those we serve almost as much as it protects them.

Finally, there is a matter of policy. An agency that seeks the cooperation of employers while at the same time serving as sheriff will soon be doing neither very well. I believe we should not be in the enforcement business. But neither should we be blind to violations. I consider our role to be akin to that of the forest ranger who, when he sees a plume of smoke from the wilderness doesn't climb down from his tower with an ineffectual bucket of water, but who passes the word to those who can do something about the fire.

These, then, are a few of the steps necessary to improve our delivery system.

What about the services the system is delivering?

Dan Sturt will discuss a number of specific programs, but I did want to

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mention our strengthened effort in behalf of migrant workers.

There are many different ways to solve a problem. One can do it by analysis, or by synthesis. There's logical deduction and that old standby the process of elimination. And then there's a method known as the "Washington Approach"--which boils down to "when all else fails, throw money at it."

For reasons both philosophical and fiscal, we are not seeking to change directions in our rural manpower program by throwing money at our problems.

That does not mean that funds will not be allocated where the need is shown and where expenditures will make a proven contribution to the improvement of the rural labor force.

Certainly there is abundantly proven need to move migrant workers into stable, year-round employment. That is why perhaps one of the most satisfying developments of the past year has been the funding of a $20-million program specifically geared to assisting migrants and their families who wish to settle out of the migrant stream. I will not attempt to repeat the catalogue of problems which have faced these people who have seen their employment opportunities diminish steadily over the past 25 years, until they have been forced to travel further and further away from home to find even a minimum of employment, both on and off the farm. They have long needed help and needed it badly. While some help has been forthcoming in the past, most of it has been oriented towards making the conditions under which they have had to work and live more bearable.

I believe and hope our program will provide a first step for at least some of the migrants, individuals and families, to break the cycle and settle down, either in their home areas or in new locations, adequately trained and prepared for jobs and for lives with a new and decent future. It must be recognized, however, that we are just at the beginning and feeling our way. Mistakes will be made, but I hope that we will learn from them. What we need from you is support and help in developing and putting into effect concepts which will yield results beneficial to both the migrants and the community.

Let me turn now to the prospects for new legislation. We look forward to final action on the President's welfare reform proposals which, when enacted, will mean so much to both rural and urban America. But there has been progress of importance to rural America: the Occupational Health and Act, the Emergency Employment Act, the amendments to the WIN program. These, plus such additional administrative steps as moving toward a comprehensive, Statewide Job Bank service, give us a momentum that will be continued and intensified in the months to come.

In closing, may I say that I consider myself to be a hard-headed optimist. I know the obstacles, financial, psychological, geographic, and demographic that face you. But I also know that there is no more important task than overcoming those obstacles, and that it lies within the ability of the State employment agencies and the federal agencies with which they work, to make an enormous contribution to the well being of America.

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Remarks By

DANIEL W. STURT

Director, Rural Manpower Service

Before The

NATIONAL RURAL MANPOWER CONFERENCE

San Diego, California

Monday, January 10, 1972

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PROGRESS REPORT

At the outset, let me say that this was an exciting year. 1971 was a year of action, and 1972 promises to be more so. We have had considerable success in weaving farm labor and rural manpower into the mainstream of Manpower Administration activities.

The Assistant Secretary has sketched out the broad outline of the need and pointed to the types of changes in program, concepts, and organization that we have attempted to effectuate in the past year. I have the pleasant task of filling in the details; a task that is pleasant because I am proud of the accomplishments of the past year. I think we've come a long way and we are headed in the right direction towards providing better manpower services in rural America.

I would like to start by emphasizing the nature of the problem in rural areas. The problem is not that the total rural population has changed significantly in recent years; indeed, it has remained remarkably stable at around 54 million since 1950. And this number, I might add, is greater than the numbers of rural residents counted in the Censuses of 1900, 1910, and 1920.

What is significant is that the economic basis of rural life has changed. Where agriculture was the chief source of employment as recently as 10-20 years ago, technological advances have enabled us to produce ever-increasing amounts with fewer and fewer workers. Mining communities have suffered similar fates as mines have played out, become economically inefficient, or, as in the case of coal mining, machines have replaced men.

Some communities have managed to weather the storm. A report prepared by the Department of Agriculture indicates that about half of the 2,000 rural counties in the United States are adding enough private nonfarm jobs to offset losses in farm job opportunities. The other 1,000 rural counties, however, are in serious economic difficulty. Characteristically, these areas have high unemployment rates; those who do have jobs tend to be underemployed; incomes are low; and, lastly, the rate of out-migration (chiefly among those of prime working age) is high. It is these 1,000 communities which need and are getting our special attention.

A Rural Manpower Strategy

In order to structure this report somewhat, I would like to make brief reference to my remarks at the National Rural Manpower Conference of a year ago. At that time, I presented my thoughts as to where the Rural Manpower Service was headed and how we proposed to get there--in short, a rural manpower strategy. This strategy was to be concerned with: (1) the basic problems of achieving equity of access to manpower and supportive services for rural people; (2) the development of creative and innovative

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means of providing the spectrum of manpower services which would take into account the spatial and other differences inherent in meeting the needs of rural populations; (3) the development of cooperative arrangements with other agencies and service organizations in rural areas which would enable the delivery of maximum services at minimum cost; and (4) the restructuring and reorienting of the Rural Manpower Service towards the attainment of these goals.

Innovative Approaches

It cannot be overemphasized that the problems of rural areas are diverse and that multiple approaches are required to cope with these needs. Certainly, rural areas are significantly different from non-rural areas, many of the differences centering around the fact that the population is highly dispersed. In my judgment, our greatest success this past year was in introducing and expanding new and different techniques for delivering manpower services to rural areas. We have recognized the necessity for structuring the approach to meet the needs and circumstances of individual areas, and have developed four programs which differ sufficiently in concept and application to permit us to cope with a wide variety of situations.

Most of you are, I am sure, familiar with the Smaller Communities Program. This is the oldest of the special manpower delivery systems designed for rural areas. The basic concept is one of mobile teams operating out of local ES offices and providing a full range of manpower services to residents of rural areas. The teams also work with community leaders in analyzing employment problems, assist them in preparing manpower reports (which are used in programs designed to attract new industry to the area), and help in the development of training and employment programs. We now have teams operating in 19 States. In the past, I might note, excessive emphasis was placed upon manpower surveys at the expense of manpower services, while there was inadequate follow-up to assure that needed services were provided. The program guidelines have been revised to ensure that priority is given to the provision of services with adequate follow-up. I believe that, with these revised standards, mobile teams can play an important role in our effort to bring rural areas into the mainstream of the national economy.

Another program which is showing signs of success is the Area Concept Expansion (ACE) Project. This is an outgrowth of an experiment conducted in Iowa (the Ottumwa Project) in which an area Employment Service office was established in the dominant city in a five-county region. This office was supplemented with satellite offices (part and full-time) in other parts of the region. The project successfully demonstrated that a full range of manpower services could be provided to a large area with a diverse and scattered population. We now have ACE projects operational in 12 States and believe that this approach can be used with great success in large multicounty areas which are predominantly rural but are economically integrated with an economically viable core city.

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The Smaller Communities and ACE Programs both involve a restructuring of the Employment Service organization to meet the peculiar conditions and needs of rural areas. However, we are also promoting cooperative arrangements with other local institutions. These arrangements provide a means of providing rural areas with the manpower and supportive services they require at little additional cost. There are two techniques in use at the present time, one of which is relatively established and institutionalized; the other new and still somewhat in the experimental and developmental stage.

Concerted Services in Training and Education Projects involve cooperative arrangements with HEW, Agriculture, OEO, Commerce, HUD, and the Appalachian Commission. They have been in operation since the mid-1960's. CSTE is a unique approach to manpower development in rural areas that places heavy emphasis on local leadership but at the same time effectively involves the participation of other State and Federal agencies. CSTE projects have been established in 16 rural areas in 13 States to demonstrate how employment opportunities can be increased and communities can be improved through an interagency effort to develop additional education and training. Because these projects stress cooperative efforts at the local level, they require relatively small additional investments of capital.

Among the innovative approaches, I think the one which holds perhaps the greatest hope for the future is the program we call Operation Hitchhike. Basically, it operates by placing a manpower overlay on an existing, compatible rural institution. The most unusual feature of this concept is that it involves a contractual relationship. Normally, this relationship is between the Manpower Administration and the State ES agency with the indigenous rural institution acting as a subcontractor. The subcontractor provides direct services to job-ready individuals in the rural area and services employers, other agencies, and civic groups. The ES is responsible for providing intensive employability development services to individuals who are not job-ready.

Of the 11 projects funded thus far, eight involve the Cooperative Extension Service, and the other three indicate the flexibility of this concept. In the State of Washington, the ES is operating its own program without a subcontractor, while in New York the subcontractors are three statutory colleges and the Cooperative Extension Service at Cornell University. In the State of Nebraska, the Hitchhike contract is directly between the State ES and the Farmers' Union.

I have high hopes for the success of this technique. The key ingredient to my mind is the concept of contracting. It affords a potential for control which is essential if we are to achieve our goal of extending the area of service on a basis beneficial to both the contracting parties and the people in rural areas who need manpower services.

Perhaps more important is the potential for such arrangements in refocusing rural traditional institutions to concern themselves programmatically to a greater extent with human resource development. In total, such arrangements

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assist in changing the direction of public investment in rural America towards a greater emphasis on manpower and manpower-related problems. As we go about implementing these contractual arrangements towards achieving better manpower servicing, the mutually beneficial aspects of such efforts have been and must be emphasized.

State Agency Innovations

In addition, some of our State agencies have been adopting innovative ways of bringing manpower services to sparsely populated rural areas. An example is the arrangement between the New Mexico Rural Manpower Service and the New Mexico State Library which literally involved the hitchhike idea, although the project was not set up under "Operation Hitchhike." The cooperative program provides manpower information to rural residents through bookmobiles that are operated by one of the six regional libraries in New Mexico.

Arrangements have been made to provide the bookmobiles with occupational and other manpower materials and labor demand information including current issues of the Job Bank Book. Information on open jobs is kept up-to-date by regular contact between the bookmobile operators. Applicants for manpower services are referred to the nearest local office. When an applicant is unable to go to the local ES office, due to lack of transportation or for some other reason, the local office manager will be informed of his problem and will make necessary arrangements to serve him. Prior to the start of the program a two-day orientation meeting was held with all bookmobile personnel to familiarize them with manpower programs and planned State Library participation.

Cooperation has been excellent between State Library personnel and ES personnel. Those involved are enthusiastic about results to date. It is anticipated that manpower services will be added on bookmobiles operated by all six regional libraries in New Mexico.

Advocacy Role of the Rural Manpower Service

In the struggle to improve the lot of rural America and to insure equity of treatment, it is clear that we are not lacking in ideas. However, it may be argued that we are lacking in resources. In the narrow sense, if we look merely to the available funds for manpower programs, this is undoubtedly true. It is clear, for example, that the rural share of the total employment service staff is not proportionate to the need and that rural areas, possibly because of the lack of adequate data, have not received a proportionate share of the funds available under the Emergency Employment Act.

The extent to which the manpower needs of rural America are underrepresented is suggested by a study conducted by Joseph Kasper of our Chicago Regional Office. In this study, Mr. Kasper analyzed the plans of service for FY-1972

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submitted by the six States in his Region and attempted to relate the share of staff designated as rural to the rural population identified as requiring service. He found that nearly one-fourth of the total number of individuals requiring manpower services in the region resided in rural areas. Yet, only about ten percent of the staff was serving those areas. The most extreme discrepancy was in Minnesota where better than 40 percent of the potential population to be served was identified as rural, with less than 18 percent of the staff time devoted to rural matters. Mr. Kasper, I might note, will be chairing a panel on "State Plans of Service: A Key to Equity" tomorrow afternoon. His comments and those of the panel members will merit close attention.

Of course, it can be argued that when one totals up the overall public investment in rural America, the net result is quite the opposite; rural areas are on the plus side of the ledger. I have no desire to get involved in this sort of analysis. From my point of view, it is clear that the most valuable resource available in rural areas, the human resource, has been shortchanged. This situation must be corrected. I urge that all of us in the Rural Manpower Service--National, Regional, State, and local--view ourselves as special advocates; rural statesmen, if you will. We must work for an equitable share of the available resources to be dedicated: (1) to the collection of adequate information about the problems, needs, and capabilities of rural America; and (2) to the implementation of manpower programs suitable to rural people.

Obviously, we need a more proportionate share of the ES staff devoting their time and attention to rural problems. But, I must warn you that it will not be achieved merely by a change of organizational titles. We are going to have to demonstrate that the needs do exist, that rural areas are not receiving an equitable share of the available resources, and, most important, that we do have new approaches which can and do work. Smaller Communities, Concerted Services, ACE, and Operation Hitchhike all involve innovative concepts which will work in rural situations. I cannot promise that funds will be forthcoming to meet these needs, but then, there is never enough money. What I can promise is that we in the National Office will provide you at the Regional, State, and local levels with whatever assistance we can in developing and carrying out new programs. Also, we will fulfill to the utmost our responsibility as advocates for more and improved manpower servicing of rural America.

Enforcement Syndrome

As many of you know, for some time I have been concerned about enforcement activities and the so-called enforcement syndrome as they affect our positive roles in rural manpower and farm labor programming.

For many years, the Rural Manpower Service and its predecessor, the Farm Labor Service, have attempted to fill the legislative void until farmworkers were provided more nearly equitable protective coverage. In the process it

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has oftentimes been in the position of pretending to provide enforcement services far beyond its mandate and capability. Take the interstate clearance service for workers and employers, as an example. The Rural Manpower Service has insisted upon certain standards, including rates of pay and conditions of employment. Also, it has insisted that participating employers abide by all State and Federal laws. As such, the farm labor service has assumed an enforcement role and enforcement functions, although its only remedy for violations is withdrawal of its service.

While such a position is believed to have had an upgrading effect upon the farm work environment, I do not consider it to be consonant with the basic role and functions of the Rural Manpower Service. Further, I consider its enforcement activities to be increasingly detrimental to its manpower service activities. The emergence of new legislation and new organizations and agencies to carry out various enforcement functions relative to farm labor (such as OSHA), the lack of mandate by the Rural Manpower Service, and the deleterious effect of enforcement activities on the service function of the Rural Manpower Service, favor a shift away from enforcement to a more positive role.

Reorienting and Restructuring the RMS

I believe that many of our problems stem from our past history in attempting to serve rural areas--from our tendency to view rural America in terms of its basically agricultural past where our primary role was one of recruiting agricultural labor. We need to be reoriented to the rural America of today. New roles and relationships are involved, and considerable staff redevelopment is in order. I believe we need extensive staff training. It is important, however, that the training should not be devoted exclusively to those holding farm labor and rural manpower positions but should be extended to all in the Manpower Administration who will be serving rural areas, both directly and indirectly. A primary goal of such a training effort would be to make employment service personnel more receptive to rural people and their needs.

Comprehensive Migrant Manpower Program

Mr. Lovell has mentioned our migrant manpower project. This is one of the developments of the past year in which we take exceptional pride, not because much has been accomplished--it's still too early for that--but because this is the first time a substantial commitment of resources has been made by the Manpower Administration to assist people out of the migrant stream. Thus far we have projects designed to provide job training and resettlement assistance to migrants who wish to settle out of the migrant stream operational in six States. The first phase in each of these requires participation in adult basic education courses, and about 90 percent of the available slots are presently filled. A few of the trainees are already in

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vocational skill training programs, and it is anticipated that the numbers will increase as time passes and others complete the ABE program.

Projects to aid migrants in home base areas in California, Texas, and Florida are at various stages of negotiation, as are proposed projects in several other States.

Data Needs

When one thinks of the vast quantity of information, facts, statistics, and anecdotal material that is customarily available on any subject these days, it is startling to realize how little we know about rural areas in terms of cold hard facts. Yet, it is startling but true that there is not even a commonly accepted definition of the word "rural."

There are many reasons why the data needs have not and are not being met. Obviously, the definitional problem referred to above is a major one. However, the simple fact remains that however we define the term "rural," most of the places which will satisfy the definition are likely to be thinly populated with widely scattered small settlements. Just as the nature of rural areas makes the provision of services difficult, so does it complicate the problem of assembling valid data. One might say that the paucity of data leads to inadequate programs and services. For example, I believe that better data would support the need for a special public employment program tailered to the special needs of rural people.

Conclusion

It should be clear from what I have said thus far that I think effective rural manpower programming reaches beyond the confines of that which has formerly been labeled farm labor. The restrictive roles and relationships which characterized the old farm labor service have given way to expanded responsibilities and expanded roles for many workers. Our new roles are far more demanding and difficult. The statesman and the advocate rely upon persuasion and the power of ideas as opposed to direct control. Much of the strength of our organization lies in the advocacy expertise of our people and the indications are that we have made considerable strides in achieving expanded rural manpower programs, largely through the avenue of advocacy.

Program-wise we are more identifiable and defensible than ever before; our program has doubled in the past year, and with no more people to operate it.

We have a great team, one of which we can all be proud, and we're getting better all the time. Our task is demanding, but we are equal to the task.

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Remarks By

ARNOLD H. LEIBOWITZ

Director, Office of Technical Assistance
Economic Development Administration

Before The

NATIONAL RURAL MANPOWER CONFERENCE

San Diego, California

Monday, January 10, 1972

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GETTING MORE JOBS FOR RURAL AMERICA

In describing the melting pot or the upward mobility of people that relates to the migration stream, the beginning is usually noted in the literature as the port of a large city where the migrant comes to the new shores. Then after a series of good and bad breaks and, if this is an Horatio Alger story, after a good deal of hard work, the migrant merges into the mainstream, and if he is lucky, winds up near the white water. But there has been another migration equally significant and less storied from the rural areas to the urban areas involving, on the whole, native-born Americans who, as a result of a series of acts and events over which they had little control, are forced to leave the land and enter a life style that in many cases is not their choice.

The 1970 Census, like the 1960 Census before it, shows this important trend and recently two Presidential Task Forces looked into the problem: The National Advisory Committee on Rural Poverty, appointed by President Johnson, issued its report "The People Left Behind" in September 1967 and the recent report, entitled "A New Life for the Country," issued a year ago last March by President Nixon's Task Force on Rural Development. Perhaps more important than both of these was the July 1970 report of the National Goals Research Staff, dealing with problems of regional growth in the United States. It was entitled "Toward Balanced Growth: Quantity With Quality."

To summarize and put the matter simply, the problem is that jobs are not being created in rural areas. Traditional jobs in rural America (forestry, mining, and fisheries and, most important, agriculture) are declining much faster than new jobs are being created. The situation in farming, to note the most blatent example, is that we have been a victim of our own technology and success. Thus, between 1947 and 1970 nonfarm productivity rose more than 285 percent. In absolute terms, there was a jump of more than 35 percent in total farm output. Despite that, farm employment fell sharply: from 7.9 million in 1947 to 5.4 million in 1960 to 3.9 million in April 1969 to 3.5 million in April 1970.

The natural reaction to these problems by the people involved was to try to create new jobs in these same industries. Ideas to resuscitate employment in forestry, mining, and fishing abounded and, perhaps, too much time was spent in an attempt to put these ideas into practice.

One Commission said:

> Part of our problem stems from our unwillingness to face realistically the limited employment potential of today's modern farming, and tomorrow's farming. Likewise, we have failed to

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comprehend the limited job opportunities in forestry, fisheries, and mining. 1/

But as one who has directed an office that has put a good deal of its time and financial resources into resuscitating these areas, it is, even on hindsight, hard to say that the attempt was not worth making. It was difficult, perhaps even unfair, for government bureaucrats to advise communities that the particular industries in which they found themselves were being written off and, therefore, no further attempt would be made to assist them. In any event, it is now clear, after many years of futile effort, that the future in these industries, as far as job opportunities are concerned, is bleak indeed.

In recent years, industry location has become a more complex equation with many more variables. It has become less a function of dollar-and-cents financial items and more of a series of factors which, taken in combination, make an area attractive as a place to live, the "externalities" or "amenities" that industrial consultants like to talk about.

The Harvard Business Review in 1961 did a survey analyzing the reasons businesses did not wish to locate in urban areas. I think the findings are relevant here. It noted the usual financial problems--high taxes, high labor cost, and high cost of land difficulties which, by the way, do not exist in the rural areas but which have not been of sufficient advantage to change the migration pattern.

But then the Harvard Business Survey went on to note the importance of the executives' feelings concerning good government. They found that the profile of a major city in which the executives wanted to live was, with very minor variations, the profile of the city as a business center. This does not mean just social amenities but it does mean the delivery of good governmental services. This is, perhaps, the second most important feature of the rural scene. Its quality of government is weak. In an age in which the delivery of municipal services is more and more becoming a critical determinant, many rural communities and even larger counties still are governed by part-time executives and pay salaries which are not sufficiently high to attract capable people.

Interrelated with it to a degree, and of crucial importance in the rural framework, is the geographic distance involved. There are just too few people per acre. More importantly, too few poor people per acre to gain the government's attention. It is not that they are not there. There are more rural poor than urban poor even now. There are about 14 million people below the poverty level in the rural areas, but they are not readily

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1/ THE PEOPLE LEFT BEHIND, A Report by the President's National Commission on Rural Poverty, p. 13. Washington, GPO, 1967.

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identifiable and the situation is unstructured. This causes the political dynamics to work against them. We can compare this with the urban poor who are predominately black, well organized in their demands, politically sensitive, and responsive to government delivery systems. The rural areas are predominately white, not politically sensitive to government policy in the national arena, and uncertain in political response.

This geographical disparity also makes it difficult to come out on the long end of a budgetary analysis. People who ask how effective a program is in terms of the "bang for a buck" will rarely be enthusiastic about rural programs since this kind of thinking puts a premium on concentration of people. It is hard to believe that any program in a rural area will be able to stand up under this kind of budgetary quantitative analysis when placed against any large city.

What should be done? We should point out at the outset that the problem is difficult. The United States has been somewhat slow to respond to this issue and so we can look at the examples of some other countries which have tried to bring industries to lagging areas.

In France, for example, efforts have been underway for well over a decade to promote economic activity in lagging regions, particularly those of the West, and to limit outmigration from these areas. French policy has included central government infrastructure investment, direct financial incentives to private enterpreneurs, measures to restrict the location of firms in the Paris region, and deliberate decentralization of government agencies and nationalized enterprises. These activities have been designed to promote the growth of economic activity in regions characterized by high outmigration levels, relatively low purchasing power, and relatively few household and public amenities. Yet they still have not significantly improved the relative position of the regions of the West.

Italian efforts to promote the industrialization of the Mezzogiorno and thereby halt outmigration also have met with disappointing results. Schachter's thorough study of Italian regional development problems concludes that despite the government's efforts "over the last 12 years, the economic problems which for so long have plagued southern Italy remain unsolved. There are still nearly one million unemployed (and maybe more, were all underemployed accounted for), and the vast majority continues to live in abject poverty." 2/

Getting back to our problem, the National Goal's Staff, looking at it from an overall view, looked at three strategies which are relevant here: (1) Spread population by generating growth in sparsely populated rural

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2/ Schachter, The Italian South (New York, Random House, 1965), p. 193.

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areas; (2) build new cities outside the large metropolitan regions; and (3) foster the growth of existing small cities and towns in nonmetropolitan areas.

Population Spread. A population spread strategy would attempt to keep population in the countryside and small towns by encouraging the location of factories in these towns, by supporting labor-intensive rather than highly automated farming operation, and by making various government capital investments in sparsely populated areas.

Proponents of a spread strategy suggest the improvements in transportation and communication have reduced the historical advantages of industrial location in the larger urban areas. These advocates also contend that urban areas breed more crime, alienation, and psychological problems. They argue that except for economic pressures, many city dwellers would eagerly move to the country. But the National Goals Staff was very negative on this strategy. It said:

> Although economic vitality can be provided in some rural areas through industries that do not require economies of scale or an urban location--such as tourism and recreation--the prevailing view among economists is that efforts to promote self-sustained growth in sparsely populated areas are doomed from the start. 3/

The second alternative is new communities. New communities, their supporters argue, would save money through efficient design and construction of facilities, improve the quality of life by developing an adequate sense of community, and maintain a style of life that would provide adequate and reasonable open space, beauty, and recreational opportunity.

Unfortunately, this vision may be very difficult to realize. Further, within the next 30 years new communities would not be able to absorb more than a small percentage of the urban population, simply because the rate at which such communities can be planned, financed, and built is limited by many economic and institutional factors. The National Goals study stated:

> Such limitations include the need simultaneously to balance the demands of employers for labor; the demands of employees for housing, shopping facilities, schools, hospitals, and recreational facilities; and the requirements of suppliers of all these services for enough customers to maintain economic viability. These limitations generate difficult logistical

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3/ TOWARD BALANCED GROWTH: QUANTITY WITH QUALITY, a Report of the National Goals Research Staff, p. 57. Washington, 1970. See also Hansen, Niles M., Rural Poverty and the Urban Crisis (Indiana Univ. Press, 1970.)

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problems. As a major strategy to accommodate a projected population increase of 100 million by this way alone would require building a city the size of Tulsa, Oklahoma, every month until the year 2000. 4/

The third approach--alternative growth centers--is one in which EDA, in addition to HUD, is an active participant. The idea here is to take advantage of the fact that the most important single influence producing growth in certain parts or rural America in the two last decades was physical proximity to metropolitan areas. This permitted rural people to commute to jobs in the cities and also permitted the dispersal of metropolitan activities and residences into the countryside. For example, the South which is a major region with which we are concerned in connection with rural poverty, has the same proportion of small SMSA's--the size of Charlotte and Savannah--as does the rest of the country. However, if one omits Florida and looks just to major metropolitan centers, only five percent of the South's population is concentrated there in contrast to a third of the population in these large urban centers in the country as a shole. (I should point out that this is rapidly changing, bringing with it the possibility of major service and manufacturing industries.)

The importance of a large urban center as an attractant to jobs is seen when we look a little bit closer at industry location theory which I mentioned earlier. Nearly all the net growth and total employment in the United States since World War II has occurred in the service sector (trade; finance; real estate; government; and personal, professional, business, and repair services.) This now accounts for over one-half of our employment and gross national product. These figures are usually represented by small, owner-managed, and, frequently, noncorporate establishments. It is precisely these types of activities, along with small manufacturing plants, which show the greatest tendency to cluster together to get a common pool of space, materials and labor to meet the uncertainties of these small plants. Further, increasingly, labor and raw material has become less of an industrial attractant and closeness to market of greater significance. The growth center strategy tries to take advantage of this by focusing economic activity on population centers. The theory is that jobs once created there and establishments once brought there will spread out to the rural areas.

Of course, these strategies are not mutually exclusive and it appears likely that all will be pursued at once. The idea of linking rural development and urban development appears to me to be the one to be emphasized, however, and is in accordance with almost every study that has been done that seeks the development of jobs in the communities where the people now are.

4/ TOWARD BALANCED GROWTH: QUANTITY WITH QUALITY, A Report of the National Goals Research Staff, p. 57, (Washington, GPO, 1970).

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PLENARY SESSION: ORGANIZING TO DO THE RURAL MANPOWER JOB

National Rural Manpower Conference--1972

Chairwoman:
Mrs. Stella B. Hackel, President, Interstate Conference of Employment Security Agencies

Speakers:
Nelson S. Hopper, Director, Employment Security Bureau, Division of Employment, New York
William E. Garnes, Administrator of Bureau of Employment Services, Ohio
James T. Kline, Chairman, Employment Security Commission, Iowa

This session was devoted to discussion of how a State agency organizes to do the total rural manpower job. The three speakers outlined some of the ways a State may accomplish this goal.

Never before in the history of the employment service have so many new manpower and socio-manpower responsibilities been thrust upon State agencies. Moreover, significant changes such as the following, have affected the Farm Labor Program: the decrease in various migratory patterns, the exclusion of foreign labor, the introduction of interstate regulatory responsibilities, the reduction of available domestic workers, changes in the requirements of agricultural and food processing industries, and the potential coverage of farm workers under unemployment insurance. The speakers described how these responsibilities are being handled.

Nelson Hopper

In an individual State, such as New York, it is essential that a greater integration of employment services and rural manpower services be accomplished. This integration is necessary to better utilize the total staff and technical resources of the employment service in serving rural residents, while at the same time retaining an identifiable rural service which will provide a single line for the delivery of manpower services.

New York is an industrial State, but agriculture is a billion-dollar industry. The farm labor picture is rapidly changing, and more nonfarm people are living now in rural areas. From 1959-69 the number of farms dropped from 83,000 to 52,000 (37 percent decline), and the number of farm acres dropped 25 percent. Seasonal hired farm labor dropped from 60,000 workers, of which 30,000 had been recruited interstate, to less than 25,000 of which about half are from interstate sources and only a small number required employment service recruitment assistance.

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The New York agency plans a gradual phase-out of the identifiable central farm labor office and decentralization of functions to the district and local offices of the employment service. Senior Rural Manpower Representative positions will be established in each of the six upstate administrative employment security district offices, also appropriate staff will cover the New York City Metropolitan Area.

The Rural Manpower Representative:

1. Will be the District Superintendent's employment security representative in rural manpower affairs.

2. Will know employment security programs and supportive services, and in cooperation with each local office, evaluate the need for programs to determine the best methods of applying them in rural areas.

3. Will work with the district labor market analyst to develop and provide labor market information for rural areas, and

4. Will provide for other supportive services available through the district office.

The network of rural manpower representatives will be maintained in the local offices throughout the State. This local office Rural Manpower Representative is an Employment Service Generalist who will spend more time in rural areas than at a local office desk.

William E. Garres

The Ohio State Administration and Ohio Bureau of Employment Services are no longer interested in talking about statistics, but believe we face a problem involving people. However, some statistics only serve to reinforce their philosophy.

Over one-half of Ohio's total working force are rural residents. The migration of rural people to urban centers and their lack of experience have compounded the unemployment problem. The scarcity of low skill jobs is due to a number of factors such as the present recession and industries moving from the city to the suburbs.

We must reach out into rural areas to determine the needs of rural workers and extend all manpower services such as counseling, adult education, training, job development, etc. We must begin to establish a delivery system to coordinate agency efforts at State, county, and local levels to insure maximum utilization of recources to rural residents.

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We are experimenting with the mobile office approach of delivery systems. In order to assist with the settling out of the migrant family, we have added Spanish-speaking enrollees in the New Careers Program. The rural manpower services section is cooperating with the State Agriculture Department in an experimental settle-out training program of seven Spanish-speaking families. After the training, we must find meaningful productive work for them.

James T. Kline

In the State of Iowa, 4.8 percent of the population are employed in agriculture. However, 26.3 percent of the population live in rural areas. Employment in agriculture is steadily declining with over one million decline from 1965 to 1970. With this change we need to update the Plan of Service. At the present time, the Plan is approximately the same year after year as no one reads it. The Plan of Service should be a living working document and be updated at least every 30 days. Each State must define for itself its own clientele. It must be aware of the problems such as lack of education, training, family involvement, etc.

The goals must be clearly spelled out and the benefits of various programs should be analyzed to see if the benefits are worth the cost.

If the National Office fails to define priorities of programs, then the State must decide on priorities. Also, greater involvement of State people must be utilized in designing manpower programs.

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PLENARY SESSION: STATE PLANS OF SERVICE--A KEY TO EQUITY

National Rural Manpower Conference--1972

Chairman:

Joseph C. Kasper, Director, Farm Labor and Rural Manpower Service, OMPC, Region V

Discussants:

Charles Routhe, Chief, Rural Manpower Service, Department of Manpower Services, Minnesota

Tom Bell, Assistant Rural Manpower Representative, Employment Security Department, Washington

Walter Cole, Assistant Rural Manpower Administrator, Division of Labor and Employment, Florida

T. J. Ray, Chief, Rural Manpower Services, Division of Employment Security, Louisiana

Alfred E. Berndt, Program Analyst, OPRA, Manpower Administration, National Office

The State Plans of Service should be restructured with the view toward identifying manpower program needs in rural areas and translating those needs into resource needs. This workshop was devoted to discussing methods for using the Plans of Service to obtain equitable resources for rural area programs. Mr. Routhe discussed the relationship of Plans of Service to the total management system and methods of identifying potential rural applicant markets. Mr. Bell stressed the necessity of first developing a national policy for Rural Manpower Service and then an equitable Plan of Service system. Mr. Cole described the management information system and its components as related to Plans of Service. Also, he discussed manpower programs that should be considered for the rural Plan of Service. Mr. Ray emphasized the need for redirection of all ES components and identified the objectives of restructured Plans of Service providing equity for rural areas. Mr. Berndt discussed the role of the manager in developing and implementing the Plans of Service. Finally, Mr. Kasper emphasized the importance of establishing communication between rural manpower representatives and State administrators. The following is a summary of the speakers' remarks.

Charles Routhe

The Plan of Service is only one component of the total management system, and it might be improved if more specific priorities were established. The local office manager must understand the Plan of Service concept, and the Plan should be approved at all levels of management.

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Managers planning rural programs should utilize 1970 Census data which would provide information on potential applicant markets. These data will be published by minor civil division (township, village, etc.). The proposal under consideration in Minnesota is to add a two digit Minor Civil Division code to the three digit county code provided in MOD's I. After a suitable data collection period, we will have potential applicant market population data on a 36 square mile grid or less (that is when a township contains another Minor Civil Division such as a village), as well as actual applicant data from the same grid. When you know the number of people present in minor civil divisions and the number of people actually served you have a legitimate basis for positive planning, a remedial course of action, or reenforcement for your present course.

Tom Bell

An equitable judgment must be made soon on all levels as to where the Rural Manpower Service is with regard to our present planning structures. Here are some questions that, if answered objectively, will aid in making this judgment:

> Is the present Plan of Service mechanism truly the basic guide to developing local or State rural manpower programs?
>
> Is the present Plan of Service mechanism really an adequate device for developing the need for operating resources?
>
> Does the present Plan of Service mechanism actually serve as the basis for all resource allocations?
>
> Does it provide a meaningful tool for management to use as the basis for self-appraisal?
>
> Finally, does our present Plan of Service provide a realistic basis for evaluation?

The most important consideration in Plan of Service development would be the rapid development of a meaningful and realistic statement of the definitions, objectives, and limits for what is intended to be Rural Manpower Services. Once developed, this statement should be issued as policy in manual form by the National Office.

Differences between the planning needs of local offices, State offices, Regional offices, and the National Office should not only be considered but included in the development of Plans of Service guidelines. What is needed by the National Office in preparing a budget request for Congress is much different than what is needed by a local office manager to use as the basis for local office operations.

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Leadership and participation are necessary to the achievement of an equitable Plan of Service system, but unless leadership recognizes the basic problems standing as barriers, we will have lip service instead of Plans of Service.

Walter Cole

The management information system has various components affecting the Plans of Service. These components include ESARS, cost accounting, POSARS, Job Bank, and personnel time charges. The objectives of the management information system is to get a total picture of ES activities; but in doing so, this system requires less and less information pertinent to the rural areas. This system also does not provide a means of reflecting the needs for services by rural applicants and employees, nor does it show what activities and services are now provided in the rural areas. We also need to know from this system, by areas and counties, what type rural applicants, industries, and employers are now being served and how they are being served. It is this type of "hard facts" that is basic and fundamental in developing a Plan of Service justifying special rural projects.

I have observed that basic rural accountability of information is not available in many States. This information can be easily obtained through your ESARS and POSARS programs by assigning cost accounting office numbers to the rural areas. This can be further broken down by assigning employee numbers to those rural cost accounting numbers to obtain this information by counties or areas. Accountability can also be provided by many other ways such as assigning a series of numbers to rural areas, the use of prefix numbers, etc.

In developing your Plan of Service to obtain equity in rural areas, I feel the first and most important step is to contact the local and State CAMPS Committee. It will then be immediately apparent in what counties and what areas there is a vacuum and need for manpower services. The local and State CAMPS Committees can also provide much needed assistance and support for your Plan of Service and special projects.

There are many proven manpower programs that should be considered in the rural Plan of Service. One of the most appreciated programs is the NYC. However, it should be developed in the Plan of Service as a continuous program from summer into the school year. High unemployment and poverty are not solved in a 3-month period.

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T. J. Ray

Just as the carpenter, the brick mason, the plumber, the foundation man, and the electrician must reach a unanimity in the placement and location of doors for a structure, so must we in the Federal-State manpower field reach a unanimity in serving the total community. We do not have the unanimity, the proper tools, or the blueprints to carry out our mission in rural areas.

Recent fiscal year Plans of Service instructions and guidelines have indicated the need for a breakout of the total goals, objectives, and activities for the rural component. This, however, has not been given the prominence it deserves when one considers the fact that some 30 million of the approximate 80 million total work force encompasses rural manpower, and approximately 35 percent of the population is rural. All of which points out the fact that redirection is necessary for all ES components, not just the old Farm Labor Service.

Planning should be based on the recognition that needs are always going to be greater than the resources which will be available to meet the needs. Thus, the Plan of Service must identify the needs, establish priorities, allocate existing resources to meet the most immediate of the needs, and indicate what other needs might be met if additional resources are made available. The Plan of Service should:

1. Establish the needs which have to be met.

2. Set forth a program of action designed to meet the needs including the order of importance and timing of each phase of the program.

3. Translate the program into resource needs.

4. Provide a basis for an evaluation of the effectiveness of the program.

5. Establish the standards of measurement which will be used to evaluate the effectiveness of the program.

6. Be basis for future planning.

In conclusion, I would like to present the following recommendations for serious consideration:

1. An all-encompassing policy which involves rural programs and delineates areas of involvement of all components related to rural manpower needs.

2. Plans of Service guidelines which serve to identify and give prominence to rural manpower programs.

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3. An accountability system to identify and appraise services rendered in rural areas.

4. A system to collect and disseminate rural data and to recommend programs for rural areas.

5. Training and reorientation for total staff, rural and urban, in techniques of providing services to rural residents.

6. Additional resources in order to secure equity for rural areas.

Al Berndt

In order for rural areas to obtain equity under Plans of Service, the State rural manpower representative must participate in top level planning. Regional offices will look at Plans of Service more intensely in 1972 and recommend adjustments. Guidelines for 1972 are now in final typing.

What is the role of the manager in developing an equitable Plan of Service?

1. Examine contents of Plan of Service.

2. Determine what is needed for a turn around and who is going to do what.

3. Decide on resources needed and convey goals to all levels.

4. Examine overhead staff in the planning process.

5. Involve rural personnel in planning and develop training for rural program involvement.

6. Utilize 1970 Census data or data from other sources in developing Plans.

7. Assure successive levels of review of developed Plans.

Joseph Kasper

The rural section of the Plan of Service should not be developed exclusively by the State office. Local office input is needed. The Plan must recognize the cost of serving rural areas. Rural manpower representatives must inform State administrators of the need for equity in manpower programs for rural areas. State administrators should take a long hard look at the rural segment with the view toward correcting inequities. There are data available from the 1970 Census which should be applied in developing future Plans of Service designed to reflect equity for rural areas.

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PLENARY SESSION: NATIONAL MIGRANT PROGRAM

A New Direction and Emphasis for Migrants--The Last Yellow Bus

National Rural Manpower Conference--1972

Chairman:
Joseph E. Montoya, Rural Manpower Service, National Office

Speakers:
Richardo Ontiveros, Deganawidah-Quetzalcoatl University, Davis, California
William Johnson, Executive Director, Community Action Migrant Programs, Florida
Arturo Presas, Director, District III, Bureau of Employment Service, Ohio
David Cano, Regional Mobility Facilitator Unit Coordinator, Denver Regional Office
Luis A. Cardona, Executive Director, National Spanish Speaking Management Association, Washington, D. C.

This session dealt with the new National Migrant Farmworker Training Program. Because the National Migrant Farmworker Training Program is now under way in its pilot year, a panel was created to disseminate some vital elements of the program's philosophy to members of the various State ES Agencies. Mr. Ontiveros and Mr. Johnson spoke about the composition and purpose of indigenous groups and what qualities they can bring to such a training program. Later, Mr. Presas told of his agency's turnabout regarding migrant services and examined the motivation as well as procedural changes needed to effect such services. Mr. Cano explained the importance of the regional role in implementing such migrant programs and the problems of funding and planning involved. The panel's last speaker, Mr. Cardona, presented his viewpoints about interagency coordination, noting its present deficiencies and offering suggestions as to how coordination and decision-making could be improved.

Richardo Ontiveros

There are several misconceptions about the nature of indigenous organizations, such as Community Action Programs (CAPS). Such groups are not extensions of welfare groups as is sometimes assumed. Instead, they have a service function. Their role is to furnish services to their client poverty groups on a 24-hour basis. This entails finding out exactly what their needs are.

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Another misconception, held by establishment agencies, is the view that such organizations are amorphous and without direction. Such organizations have evolved slowly within all minority groups into tightly structured organizations that have definable goals.

William Johnson

The relationship between the Employment Service and Community Action Migrant Programs (CAMPS) has changed. In the past, such organizations as CAMPS have looked upon such establishment programs as the enemy, but this attitude is slowly changing. The role of my agency is to secure involvement of migrants and not to work in direct competition with manpower programs.

There is a need for agencies to take more affirmative actions by giving more information about manpower programs and asking opinions about the types of programs which are most likely to assist migrants.

Arturo Presas

There has been a remarkable change in the policy of my agency towards migrant services during the past 3 years. Essentially, this shift began during the Texas Migrant E&D Project when the service needs of migrants began to make themselves apparent. Aside from this, a strong push from the Governor's office downwards brought about sufficient leeway to begin innovating procedural change so necessary in expanding migrant services.

Today in Ohio, the agency has instituted an outreach and referral apparatus which involves bilingual and bicultural personnel. The migrant now is exposed to ever expanding services (i.e., MFU project) as well as referral to health and welfare agencies.

David Cano

I should like to summarize for you the Regional Office role based on my own experience in implementation and administration of MFU programs in Colorado and Utah. Special earmarked funds for migrant training programs present a real problem in funding procedures. The more difficult problem is the implementation stage where the Region must act as an advocate for institutional change in order to implement an adequate program. This change may even include going outside of established delivery systems. To date, the MFU projects now operating in Colorado and Utah have done well (99 percent retention rate) largely because the "fear factor" is now absent.

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Let me cite some possible problems that could appear in future projects:

1. Some families constitute as high as 10 members in a family which include children who are dropouts and are not in training. What can we do to help them?

2. The "machismo" factor must be considered when enrolling husband and wife in training. What happens if the wife progresses faster than her husband? Family structure could be threatened.

3. The trainee impact on the community--in Colorado, up to 120 migrant children have been placed into local school systems. Where are the funds to pay costs for children's education? This must be anticipated in planning. It is an example of the drain on community resources.

Luis Cardona

It seems that all levels of government appear to be singing out of different hymn books. That is, there is disagreement pertaining to the form of commitment, or possibly a lack of commitment on the part of some units.

As a consequence, a person such as the migrant suffers. I feel that two measures are needed to counteract this problem. First, commitment and agreement as to means must start from the top and work down, with an end result that State institutions should be affected. Second, proceedings would be markedly speeded up if key decision-makers were present at discussions. They would be able to make the necessary commitments. Of course, this assumes that the first step is accomplished.

Where there is a sense of "manifest destiny," Americans are able to accomplish a lot in a relatively short time. This has been shown by the example of westward expansion and moon exploration as well as by the unity forged by the emergency of World War II. Such examples demonstrate that the same thing can be accomplished in human resource development.

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PLENARY SESSION: STAFF DEVELOPMENT AND REORIENTATION

National Rural Manpower Conference--1972

Chairman:
Fred Watts, Chief, Bureau of Farm Placement Rural Industries, Bureau of Rural Manpower Services, New Jersey

Discussants:
Neil Cooper, Rural Manpower Service, Employment Security Commission, Michigan
David E. Parker, Jr., Rural Manpower Services, Department of Economic Security, Kentucky
Theodore R. Maughan, Director, Employment Service, Utah

This panel addressed itself to the problems encountered in restructuring State rural manpower service delivery systems to increase the quality of service to the rural populace.

Michigan has emphasized the development of generalists, knowledgeable in the area of relevant services, as well as a relative technical autonomy of RMS functions. Utah has been primarily concerned with the strategic placement of local offices consistent with planning districts established under the CAMPS. Kentucky stresses flexibility and innovativeness in its rural program approach with special emphasis on staff training and continuing program assessment.

Neil Cooper

In 1970, Michigan conducted a series of studies to determine the most feasible approach in the implementation of an effective Rural Manpower Service delivery system. As a result, it was proposed that a Rural Manpower Service be established at the county seat in the 29 counties not currently receiving manpower services. It was further concluded that:

1. The types of service to rural areas would for the most part consist of registration, referral and placement including referral to training and special programs.

2. The Rural Manpower Service because of previous experience gained while working in rural areas and because of its knowledge of the rural political and social fabric was best qualified to operate a rural manpower program.

3. That technical services such as testing, counseling, and special program development could be made available to people in rural areas by using personnel from the nearest local office having the services available on an itinerant or appointment basis.

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4. That Job Bank viewers and microfiche would be made available to all Rural Manpower Service points.

5. Rural Area Manpower Service points would not be located in those counties in which a local office or CEP program was operating.

Emphasis has been placed on the development of generalists with a wide range of capability regarding the knowledge of programs and services responsive to a variety of rural needs. Michigan has recognized the importance of community support for its rural programs and has endeavored to encourage local participation wherever possible. In addition, it stresses the involvement of Rural Manpower Service field staff in community activities in order to create acceptance and provide a feasible basis for cooperation.

Michigan's Rural Manpower Service program is characterized by innovativeness, careful planning, and responsive feasibility. While it is too early to determine the relative success of this program, it appears that the aggressive and imaginative measures being taken by the state has resulted in a measurable improvement in the quantity and quality of services being provided rural workers.

Theodore R. Maughan

As a result of a shift from farm to nonfarm employment in rural Utah, the State decided to reorganize its local office administrative areas to agree with the planning districts established under CAMPS.

In order to nationalize service under the Rural Manpower program concept, Utah has initiated the following procedures:

It is planned that Utah be divided into 8 districts. Each district would be served by a District Office and a number of satellite offices or stations serving the rural areas surrounding the District Offices. Each district would have direct access to the computer with each satellite office or local station having indirect access to it through the District Office.

A team consisting of two Management Analysts, the Rural Manpower Consultant, the appropriate Field Supervisors, and Local Office Managers has been appointed to study each local office and district area to recommend location of the District Offices and the satellite offices. They are to recommend the organizational structures and the services that each will perform.

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As each district study is completed, it will be incorporated in the State Plan of Service and placed into effect. It is not necessary under this planned program to redesign the whole State before parts can be made operational. The first district chosen to be reviewed was the Southwestern District which covers five counties. It is presently served by two small functioning offices. The proposed district organization recommends a District Office, two satellite offices, and two "piggy back" stations for Rural Manpower Staff. This area would be served by the computer through the District Office. The five proposed office locations would be tied together with what amounts to a local telephone line. As the staff travels throughout the area, they can have voice communication with the District Office (and thereby the computer) for the cost of a toll call to the nearest of the four satellite offices or stations.

Each of the other districts will have organizational structures tailored to its needs. After the district organizations have been completed, the function of field supervision will be reviewed. It is probable that each Field Supervisor will have four District Offices under his supervision.

If such a program is to succeed, a considerable amount of staff development must be done. Arrangements are being negotiated with the University of Utah to start training some of the key staff of the Employment Service under this concept. The training will consist of 45 hours of classroom instruction, discussion, reading, visual aids, and case study problems for the staff involved at the state and local level. Additional training will be given to each individual as determined by the Local Office Manager so that he can build an effective manpower team serving his District.

David E. Parker, Jr.

Dave Parker began by emphasizing the rurality of Kentucky, a state primarily agricultural with 120 county units, second only to Georgia in number. Prior to the adoption of the Rural Manpower Service concept rural areas were mainly served by 25 local offices. Very little service was provided to either applicants or employers outside the county in which the local office was located. At the present time 68 counties are being served through the Rural Manpower concept. Other counties continued to be served directly by local offices because of short distances involved, common telephone networks, etc. In addition, four counties are receiving full-time service through Operation Hitchhike.

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Prior to the commencement of the Rural Manpower program all local office plans of service were reviewed in a statewide managers meeting by both state and regional officials. All material pertaining to the Rural Manpower program was reviewed and discussed with each individual manager, including suggestions as to the most likely staff member to be assigned to the program. In subsequent areas a supervisors and managers meeting, the chief of Farm Labor and Rural Manpower and the chief of staff services discussed at both area and state levels the success and problem areas attendant with the new program. In all cases, managers and Rural Manpower representatives have been given the greatest flexibility with continued emphasis on program innovation.

The Kentucky Rural Manpower program places great stress on providing training for rural representatives in the areas of employer relations, job development, etc. In addition, significant developments are reported regularly by newsletter and staff are commended for program activities which reflect imagination and contain aspects of replicability.

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PLENARY SESSION: CHANGING THE RULES OF THE GAME
NATIONAL RURAL MANPOWER CONFERENCE -1972

Chairman : Willis F. Glenn, Assistant Director, Rural Manpower Service, Office of Farm Labor Service, Washington, D.C.

Panelists: Robert C. Goodwin, Associate Manpower Administrator, Unemployment Insurance Service, Washington, D.C.

Eugene N. Bonfiglio, Office of Farm Labor Service, Rural Manpower Service, Washington, D.C.

Laurie M. Streeter, Deputy Associate Solicitor, Manpower Administration, U.S. Department of Labor, Washington, D.C.

Francis J. Walsh, Administrator, Wisconsin State Employment Service

Ronald W. Park, Office of Information, Manpower Administration, Department of Labor, Washington, D.C.

This final panel of the Conference emphasized the need for changes to adapt the services offered and the delivery systems utilized to fit the changes in the total universe served. Adaptation of service offered as well as the delivery system utilized so as to fill the needs of employers, communities and workers served must be done constantly and conciously if their demands are to be met.

Mr. Goodwin emphasized the changes in the makeup of rural and agricultural workers. He also stated that inclusion of agricultural workers under the Unemployment Insurance Program will probably occur in the near future.

Mr. Bonifiglio outlined the need for new Crew Leaders Registration Act provisions and set forth some needed amendments.

Miss Streeter briefly outlined recent changes in federal laws and regulations affecting the operations of the Rural Manpower Service.

Mr. Walsh described adaptations of existing systems and development of new systems in Wisconsin so as to more effectively serve the employers and employees in rural areas of his State. Mr. Park described ingredients and techniques for utilization of information medias as operational tools.

MR. GOODWIN: UNEMPLOYMENT INSURANCE IN AGRICULTURE

Although the number of people employed in agriculture continues to decline goods they produce continues to increase. The employment decline is in the

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family or unpaid worker category and actually the number of hired workers shows an increase. Likewise there continues to be an increase in the pressure for coverage of farmworkers under the provisions of the Unemployment Insurance Program. Studies have now been made as to the effect that inclusion of agricultural workers under UI would have on the rates paid and it appears that nationally there would be little if any increase in the cost to presently covered employers. It appears very likely that further efforts will be made this year to include agricultural workers under the UI program.

EUGENE LONFIGLIO: KEEPING UP THE CREW LEADER PROGRAM

Some progress has been made in preventing unscrupulous exploitation of migrant workers by crew leaders since passage of the Act in 1963; however, we have not been as successful in enforcing the provisions of the Act as we had hoped. There are a substantial number of labor contractors who operate in violation of the Act. Limited field staff and inadequate penalty provisions in the Act have hampered efforts to effectively arrive at the desired goals.

Amendments to the Act, broadening its coverage to include crew leaders operating intra- as well as interstate, and requiring contractors employing 4 or more workers to register, have been prepared for submission by the Secretary to Congress. We are also proposing that the Act be broadened to include a requirement that crew leaders provide for their employees adequate insurance so they will be covered from the time they leave home until they return.

MISS LAURIE M. STREETER: "OUR RESPONSIBILITY UNDER NEW LEGISLATION AND REGULATIONS"

Although the MDTA expires in June 1972, there is a bill before Congress to extend it for another two years. Emphasis is still being given to passage of legislation dealing with Welfare Reform and revenue sharing.

It appears that emphasis will again be given the traditional role of the Employment Service under the Wagner-Peyser Act. This Act has proven so flexible that it has covered many situations brought about by changing times. Under it we continue to have a statutory mandate to operate a Farm Labor Service to provide employment assistance to farm operators and farmworkers.

Although the Occupational Safety and Health Act applies to agricultural employers and employees, the regulations applicable to housing standards for interstate workers are still in effect until a determination is made by the Secretary as to which set of standards provides the greatest protection for workers.

FRANCIS WALSH: "HOW ONE STATE HAS MET RURAL MANPOWER RESPONSIBILITIES"

Wisconsin has tried all the approaches we could think of so as to effectively meet the needs of our rural residents, workers and employers. We have

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tried itinerant service, mobile units, Smaller Communities Programs, etc. We have tried adjusting staff to fit case load, one-man offices, the ACE concept, utilization of volunteers, and are now planning a "Hitchhike" proposal.

Successful service to rural people calls for agency ability to adapt to changing needs and varying situations.

Cooperation with other agencies has helped in providing service to migrants as has employment of migrant specialists.

We feel responsible for migrants coming to Wisconsin to work and must be responsive to their needs. I do not agree that we should or can get out of the enforcement field altogether. It appears that some such function is necessary in a few instances. We are seeking legislation setting minimum wage for men in agriculture.

We must find a way for more equitable distribution of resources among all our people.

RONALD PARK: "PACKAGING THE RULES OF THE GAME"

The Manpower Administration has an obligation to inform the public as to what we are doing in rural areas. This is especially important in view of the necessity for Congressmen and Administration people being made aware of the actions being taken to improve the status of rural residents. Too often the public only knows what they see or hear in newscasts relative to the plight of rural poor.

We must sell what is needed by rural America in terms of what is good for urban people. We must use every communication media available to us. However, do not attempt to sell on a false basis.

Encourage development and utilization of articulate spokesmen, and use them. Use every means conceivable to you in getting your message across, newspapers, radio, television, pamplets, newssheets, exhibits. These must be aimed at the public and not be designed for internal consumption.

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PANELS: WHAT'S HAPPENING IN RURAL MANPOWER DELIVERY SYSTEMS

Panel A: Avenues of Action

National Rural Manpower Conference--1972

Chairman:
Maurice L. Hill, Chief, Division of Rural Program Development, Rural Manpower Service, National Office

Discussants:
Hayward G. Groves, Area Manpower Coordinator, Department of Employment Security, West Virginia
Stephen J. Cesare, Project Director, ACE, Department of Labor and Industry, New Jersey
Arnold O. Westgaard, Project Coordinator, Employment Security Division, Alaska
Herbert Langenhorst, COMO Area Supervisor, Employment Security Department, Washington
Stanley D. Miles, U. S. Department of Agriculture, Extension Service, Oregon
Nelson Miller, Rural Manpower Service Supervisor, Employment Division, Oregon

Resource Persons:
Harold Mahan, Kansas City Regional Office
Phillip Tanton, Seattle Regional Office
Oscar Gjernes, USES, National Office
Uvaldo Garcia, Seattle Regional Office

The following programs were discussed by Panel A participants: Area Concept Expansion Program (ACE), the Smaller Communities Program, Rural COMO, and Operation Hitchhike. The Rural Manpower Service's role is to promote programs to achieve, on behalf of rural residents, an "equity of access" to manpower services comparable to that available to residents of urban areas. Problems of service delivery are due primarily to the remoteness of many residents from offices providing complete services, and to the changing fact of the rural employment situation. These programs are designed primarily to restructure employment service operations in such a way as to provide manpower services more effectively to a dispersed population. The speakers explained how the programs were operated in their States.

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1. Area Concept Expansion (ACE)--Two Approaches

Hayward G. Groves--Traditional ACE, the Ottumwa-Type Approach

During calendar year 1971, using the ACE project operations, the Clarksburg Area Office was able to increase placements by 22%, employer visits by 51%, new applications by 3.5%, and enrollments into training by 225%.

Small offices with three to five people have been unable to keep pace with the deluge of programs that have fallen to their lot in recent years. Through ACE we have grouped supervisory personnel from small offices at an area office. Their responsibilities have been specialized. Where they formerly worked with 40 or 50 programs, each is now limited to 10 or 12. There is better control of inventories, more flexibility of people movement to meet emergency situations. (One unit will lend staff to another when the need arises). After 12 short months, industry has shown a change of attitude with regard to our service. New accounts are easier to obtain, and the Continental Can Corporation honored the Clarksburg ACE area office with their National Community Services Award. Mayors, city managers, county courts, and other agencies are calling upon our people for their expertise and help.

Stephen J. Cesare--The Cowtown Experience, A Modified Approach

The Cowtown Area Concept Expansion Project operates in 26 communities and 17 target areas with an area coverage of approximately 539 square miles. Community profiles of the target areas revealed 24,747 dwellings and a population of 80,787 people. While there is no place in New Jersey more than 25 miles from a full-functioning local office, many rural people do not know of the existence of local offices. The Cowtown experience has revealed the necessity for publicizing manpower services available to rural residents. A curriculum in the Social Studies Department at the Southern Gloucester County Regional School District was prepared and geared to 10th, 11th, and 12th graders. This subject developed an awareness of the economic position of the community in which the student resides. It also roused a great degree of interest for discussions on the many opportunities offered by the Labor Department, the economic values of the community, and the necessity for continued education of the students. Personal contact by outreach personnel was a great factor in yielding many areas that had little or no contact with the established ES local office. Posters in English and Spanish have also helped to publicize the availability of manpower services.

An evaluation to date, based on available statistics, reveals the following: There have been close to 900 visitors inquiring about the program with approximately 750 applicants. Of these, nearly 500 have been referred for placement on jobs, training, counseling, testing, rehabilitation, etc. Of the total applications taken, 52% were new entries.

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In searching for a "method of developing the service of the New Jersey State Training and Employment Service to the rural people," the Cowtown Rural Manpower Service feels confident that a workable modus operandi has been established.

2. New Directions for the Smaller Communities Program

Arnold O. Westgaard

The Smaller Communities Program (SCP) commenced operations in Alaska in the latter part of fiscal year 1970. Jobs are almost non-existent in this huge, mostly undeveloped State. Its people are scattered in very small isolated communities along the coast and near the principal rivers which are the only highways in the rural areas. The average Alaska native has never held a permanent job. Prospective employers knew that there were people in these rural areas, but before the SCP was initiated in Alaska, employers had no manpower resource information on Alaska's native population. SCP mobile teams are providing residents with assistance in outreach, interviewing, counseling, job development, placement, and referral of applicants to other agencies for supportive services. The job skill information developed by the SCP mobile team has identified job-ready individuals for prospective employers.

The Smaller Communities Program has been well accepted in Alaska, and through the mobile team's efforts the manpower problems that now exist, may soon be resolved.

3. Rural CCMD

Herbert Langenhorst

A study by Greenleigh and Associates was made and following their report, the North Central Area of Washington State was selected for the Conceptual Model-delivery station; and an implementation team was formed in 1970. This team represented the Department of Labor, on both the national and regional level, and the Greenleigh Company.

The overall objective of the model is to provide better services to rural areas by expanding the capability of field staff; and Job Bank information is provided for the CCMD area.

The North Central Washington labor market area consists of a rural area of 13,000 square miles with a population of approximately 140,000. Wenatchee is centrally located and the largest of the three towns in the 10-to-20-thousand category. The North Central Washington area has four local offices serving

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six enormously large rural counties. Implementation of the concept calls for a local office functional capability in delivering services throughout the COMO area; 10 small satellite offices that serve on an itinerant basis in remote rural areas.

The labor market area includes the 1.3 million-acre Colville Indian Reservation and a large concentration of Spanish speaking people. An Indian and bilingual (Spanish) outreach staff schedules training and gives counseling to residents in the area. Service execution is done along the Comprehensive Manpower Agency idea.

In order to achieve equity in rural America, a COMO program is essential.

4. Operation Hitchhike

Stanley D. Miles--Views from the Cooperative Extension Service

Oregon's Operation Hitchhike is a method of delivering services (reaching people) in rural areas. The Hitchhike project is a cooperative working relationship between the Employment Service and the Extension Service. Joint public meetings are frequently held with the Extension Service and the Employment Service to discuss the manpower needs, manpower programs, and extension services available in the five-county area. Rural Manpower Service centers are established within existing Extension Service offices in specific areas. Job training courses are developed, and referrals are made to existing training centers. Economic and job development activities are conducted to help stimulate the local area's economy.

Nelson Miller--Views from the Employment Service

The Cooperative Rural Manpower Project (CRMP), Oregon's version of Operation Hitchhike, is a joint operation based on a contract with the Regional Office of the Department of Labor and the State Employment Service, and a subcontract with the Federal Cooperative Extension Service. The Hitchhike project uses Extension Service facilities to dispense manpower programs in areas where there are no Employment Service local offices. New methods are tested for the alleviation of manpower problems in rural areas. Oregon's Hitchhike project consists of five counties on the north central and northeastern part of Oregon. Operation Hitchhike provides rural residents with manpower service equivalent in quantity and quality to those of their urban counterparts.

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PANELS: WHAT'S HAPPENING IN RURAL MANPOWER DELIVERY SYSTEMS

Panel B: Finding Jobs for Rural Residents

National Rural Manpower Conference--1972

Chairman:
John McCauley, Special Assistant to the Director, Rural Manpower Service, National Office

Discussants:
Jack Matteson, Supervisor, Farm and Rural Manpower Service, Missouri
Don Christenson, Supervisor, Rural Manpower Service, Nebraska
Dwayne Couchman, Concerted Services in Training and Education (CSTE) Coordinator, Arkansas
Stanley Knebel, Emergency Employment Program, National Office
Ralph Gildroy, CSTE Coordinator, Montana
Huey Gennings, Assistant Chief of Local Office Operations, Employment Security Commission, Oklahoma

Resource Persons:
Robert Hunter, University of Colorado, Denver
Jared Smalley, CSTE Coordinator, Minnesota
Norman Medvin, Chief, Division of Manpower Matching Systems, National Office
Collette Moser, Michigan State University, Lansing, Michigan
Mallard Blakey, Rural Development Center, Georgia

Equity of access for rural residents is the objective of all rural manpower service efforts. This panel was devoted to discussing currently operating programs designed to increase the opportunities for rural residents to secure jobs. The first section of the panel, "Finding Jobs That Presently Exist," was a discussion of the importance of an effective relationship with employers and employer groups in order to secure extant job orders. The second panel section, "Helping to Generate New Jobs," focused on the Concerted Services in Training and Education approach to economic development. The speakers, coordinators of CSTE local projects, explained how manpower development projects, in conjunction with other community development activities, were used to generate new jobs. The third section, "Public Employment in Rural Areas," was a progress report on the recently enacted Emergency Employment Act, and a discussion of the Act's implications for rural areas. The final section of the program dealt with "Statewide Job Bank Operations--Extending to Rural Areas." The discussion centered around one State's utilization of the new system and projections for nation-wide implementation.

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1. Finding Jobs That Presently Exist

Jack Matteson

In Missouri we begin our employer development operations by placing announcements in the local papers of the areas we will be visiting to alert both employers and applicants that we will be extending services into their areas.

When we come to the local area, we visit with the local staff, applicants, and employers. We begin with employers, many of whom may never have been visited by the local office staff. This is because there is sometimes a feeling of diffidence on the part of staff members about contacting employers, and a belief that orders cannot be obtained simply by employer visits.

During our stay in the local area, we try to visit all sources of job openings and encourage the local staff to continue this effort. Under the new procedure, rural job orders have almost doubled during the last few years.

Don E. Christenson

What I propose to talk about is the process by which already existing jobs can be located and filled by persons living in the immediate area of employment or within commuting distance.

Last July, the Nebraska Rural Manpower Service and the Farmers' Union organized a Rural Employability Service in 12 rural communities. This service was designed initially to offer an incentive payment to 12 of the more productive Volunteer Farm Placement Representatives in towns where there is no local office. It was designed to give them training to acquaint them with the various manpower programs being offered.

The first town where we started the program has a population of approximately 3,000. The volunteer in the town was the secretary for the Chamber of Commerce. The program was begun with a public information campaign to promote interest in the local area. Our first pilot location, thought to be an area where the main problem was the unemployed worker, actually turned out to be one where the number of applicants lagged far behind the number of job openings.

This experience was common until the winter actually started. Since the start of the program, we have encountered reluctance on the part of some employers to use the new service.

At present, we are using a very simple application and job order form. If, necessary, however, our representative will follow up applications left unfilled. More than half of our representatives are Chamber of Commerce employees. The duality in function here has proved useful to our purposes.

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We started a program unique to Nebraska to assist rural workers to stay in their home areas and found that our largest problem was to find the workers to fill existing jobs. It is an interesting program, greatly appreciated by employers and employees. Costs are minimal, for this fiscal year about $26,000. The program is funded for one year only.

2. Helping to Generate New Jobs

Dwayne Couchman

Concerted Services in Training and Education (CSTE) is an interdepartmental project whereby various Federal and State agencies work toward total community development with jobs as an end product. I represent the Eastern Arkansas Project headquartered in Forrest City covering four counties.

To illustrate how we have helped to generate new jobs, I would like to describe in some detail what was accomplished in Hughes, Arkansas, a town of approximately 2,100 people in the eastern part of the CSTE area.

CSTE organized efforts to make the community more attractive to industry. Adult education classes were held, occupational training was provided, and 30 low-rent housing units were provided. Some companies became interested. but did not decide to locate in the community. By 1968, the town had raised enough money to purchase a seven-acre industrial site and had an option on an additional 75-acre plot.

In January 1970, the possibility of a plant locating in Hughes again came into view. Whether or not this would happen was dependent on the available labor supply. Arrangements for a mass registration labor survey were worked out by CSTE, the Chamber of Commerce, and a representative of the Smaller Communities Program. Plant officials had asked that 500 potential employees be screened, but we were able to screen approximately 1,100 in two days. Representatives of the firm were on hand and interviewed some of the applicants. They were very pleased. Concerted Services had discussed some of the training program possibilities with them, and in collaboration with city officials, had discussed future plans of the city. The representatives then indicated that since various training and educational programs were available to them, and steps were already being taken to raise the educational level of the labor force, and the people were working to better their town, they would consider employing 50 the first year, instead of twenty-five.

A dream has come true for this small town of 2,100 people; but it had come true through the hard work and liaison provided by CSTE and persistance by local people.

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Ralph Gildroy

The problems of rural communities are especially vexing to the State of Montana because the entire State is a rural community. The four main industries on which we depend--agriculture, mining, lumber and railroads--are all on the decline. What hope then is there for a small rural town like Roundup--population, 2,116? Roundup has one very strong force working for it and that is Concerted Services in Training and Education (CSTE). We are very happy that the Interdepartmental Task Force of Concerted Services endorsed our proposal in September 1970, and we are doing all that we can to justify that endorsement.

During the past 16 months that I have served as Coordinator, the major accomplishment of Concerted Services has been the removal of the introversion that was so prevalent in the decade of 1960-1970. Major accomplishments in which Concerted Services has played an important role include: (1) The procurement of a second doctor for the area, which prevented the loss of the area's only doctor and the closing of the local hospital, and (2) the expanding of educational opportunities and on-the-job training for local residents.

The Concerted Services office in Roundup is currently cooperating in the following endeavors to improve the quality of life for rural residents: (1) Securing a proposed mushroom-growing operation and canning factory; (2) increase the volume of coal contracts for each year, with a resulting increase in employment from 30 to 100 men; (3) securing improved sewer and water facilities for a planned housing development; (4) securing a city-country school library; and (5) establishment of the first multicounty development group in our State. (I am president of this group called the South Center Montana Development Federation.)

If I were to be granted one wish for the new year that wish would be for an expansion of the Concerted Services program so that small communities would have an opportunity to have some weapon in their arsenal for survival.

3. Public Employment in Rural Areas

Stanley Knebel

In 1970, Congress passed the Emergency Employment Act, allocating some $1 billion dollars to provide jobs in the public sector and alleviate the problems caused by a nationwide rise in the unemployment rate. Under the Act, the Department of Labor was instructed to administer allocation of the funds to State and local governments according to severity of need. The basis for eligibility for funds was established under the Act. Units

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eligible are cities with a population exceeding 75,000 and counties with a population exceeding 75,000 (excluding large cities). The balance of the funds allocated to a State is to be administered by the Governor of the State, according to need. The Act also directs that the Secretary of Labor maintain a $150,000,000 amount for his use in administering the Act.

The funds available under the Act have been allocated with great speed. At this time $939 million has been allocated, providing for 130,000 transitional jobs. Jobs have been provided in virtually every aspect of government, with special jobs made available for welfare recipients.

The Emergency Employment Act can provide jobs and improve government services to rural areas. I will concede that the present program is too small to make a major impact, yet it can be useful in the continuing effort to stabilize the employment situation.

4. Statewide Job Bank Operations

Huey Cennings

A statewide Job Bank presents us with our first real opportunity to take to the rural areas a complete employment service. For the first time, residents of rural areas will be able to register with our local offices, not just for possible referral to local job openings, but to all openings that are available throughout the State. For instance, an applicant registering in our Hugo Local Office, which is in the southeastern part of Oklahoma about 200 miles from Oklahoma City, our largest city, and approximately 150 miles from Tulsa, our second largest city, will have the same referral possibilities as the applicant registering in those cities on the same day.

Employees are not alone in receiving benefits from the statewide Job Bank system. We are also able to offer the employers placing orders with a local office not only the applicant files of that office but the applicant file of the entire State, thus opening up a new resource of qualified applicants to them.

Thus far, I have been discussing, primarily, the extension of nonagricultural openings to and from the rural areas. It seems to me that the statewide bank will also assist greatly in the successful filling of agricultural openings. We will be able to extend immediately those formerly-hard-to-fill openings, such as permanent farm hand, farm hand, farm couple, etc., to other rural areas where there may be applicants available for these jobs.

A different use of the Job Bank system may be one not dealing strictly with placement but rather with communication. One of our major problems, and possibly yours, is in keeping all parts of the State advised as to crop and

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weather conditions in the harvest area as well as what areas of the harvest may have the greatest need for labor. We plan, during our three major harvests this year, to utilize the rapid communication network established by the bank to alleviate this problem.

Another possible use of a statewide bank would be in the extension of available training openings to the offices in rural areas. Currently in Oklahoma, we have two rural Skill Centers. By listing their openings on Job Bank, we would be able to keep all referring offices right up-to-date on the available training openings.

I think this all brings me right back to my opening remark. For the first time, we are able to go to the rural areas with a complete employment service.

Question and Answer Period

1. Is there a procedure for identifying jobs within commuting distance of workers on the statewide Job Bank format? Zip code information is put on job order forms for this purpose.

2. What are the five States with Job Bank systems? Oklahoma, Maine, Rhode Island, Delaware, and Vermont.

3. How do you overcome the problem of getting Job Bank microfiche to local areas? The problem is still under consideration.

4. Are there any categories of the Public Employment Program (EEA) involved in ecology? Yes, under the category of environmental quality.

5. Is it compatible to have Operation Hitchhike and Concerted Services in Training and Education within the same area? No, for the programs have inherent similarities and would result in a duplication of effort.

6. Are there plans to place seasonal farm workers on the Job Bank? This is under consideration.

7. What kind of communication system and referral control is used in the Oklahoma Job Bank system? Inward Watts--these vary from State to State.